

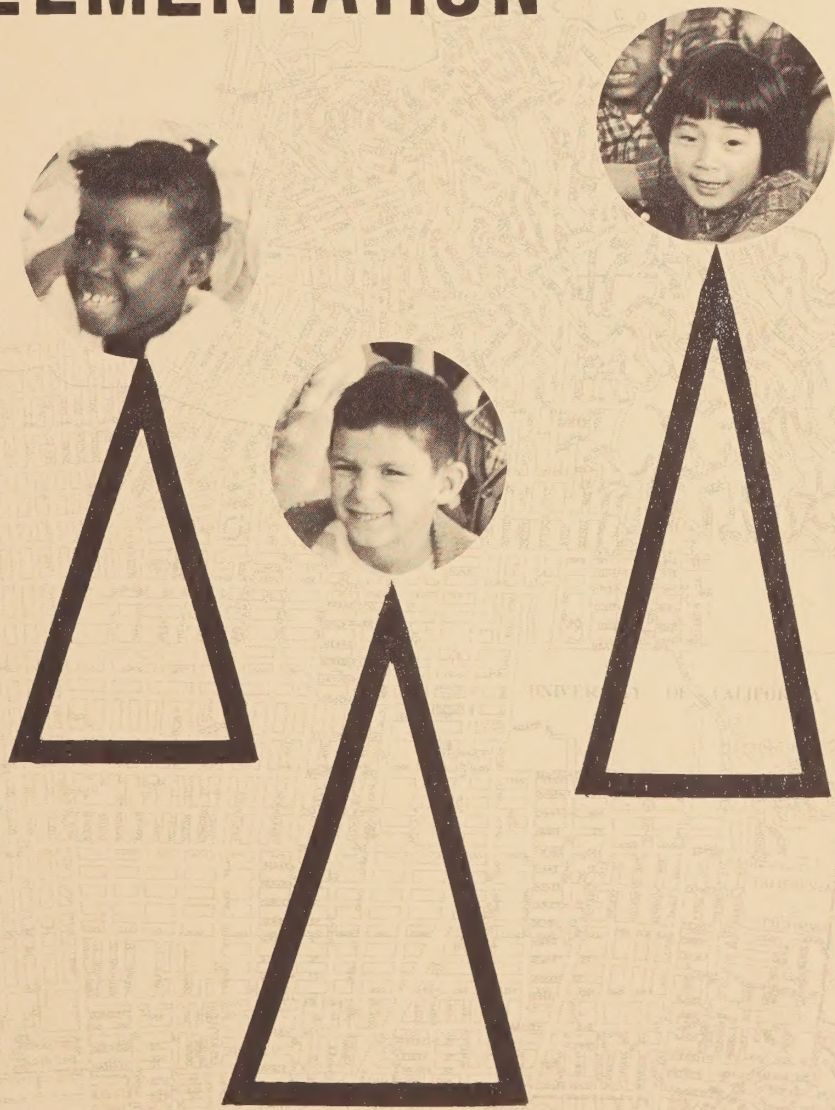
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DESEGREGATION OF THE BERKELEY PUBLIC SCHOOLS: ITS FEASIBILITY AND IMPLEMENTATION



BERKELEY UNIFIED SCHOOL DISTRICT

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DESEGREGATION OF THE BERKELEY PUBLIC SCHOOLS

ITS FEASIBILITY AND IMPLEMENTATION

The Superintendent's Report

of a

Staff Task Group Study

C. H. WENNERBERG, SUPERINTENDENT

BOARD OF EDUCATION

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BERKELEY UNIFIED SCHOOL DISTRICT

May, 1964

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I. BACKGROUND

On the cover of this report lies a map of Berkeley containing children of different races. This is Berkeley today. It is also California, the nation, and the world. All mankind is tied together in a common destiny. Whether this destiny will be for good or ill depends largely on whether or not men of all races can learn to live together.

A distinguished historian from the University of California, Professor Raymond J. Sontag, who served effectively with the Citizens De Facto Segregation Study Committee, made an excellent statement concerning the importance of developing harmony among races in a letter to the San Francisco Chronicle this last January. Because of the urgency of the issue and the excellence of his statement, it is appropriate to quote at length from this letter.

"What we see in the nation and all over the globe is that race is becoming the most explosive issue, just as nationality was in the century which ended with the Second World War... Our country was fortunate enough to escape the hatred of nationalities. There are dark pages in our history, but we did achieve what no other great nation achieved. Out of a people from many lands, we made one people... That is the unique greatness of our country, an achievement which the thoughtful in other countries recognized as unique... Now we are in the century of race. Think of all the countries which have come into existence or which have risen from insignificance since 1945. In nearly all, there is a consciousness of race which is as powerful and potentially destructive as nationalism was in the century just past. Race has shattered great empires. Race has helped to split the monolithic structure of Communism. And race threatens to split American unity.

"If we Americans can show in the face of the problem of race, the same respect for the human personality, the tolerance and good nature, that our forefathers showed in the 19th century in face of the problem of nationality, then in the 21st century, the America of our grandchildren will hold the same high position in the world our country holds today. If we fail, it is hard to see much hope for our country or the world...

"As we turn from what is behind the larger maps, back to the map of Berkeley, it is clearer what is involved in the decision we make, here in Berkeley in 1964. Relatively, our problems are simple. We have a strong civic spirit, and we have every reason to be proud of our city. Even in terms of race--or minority groups, if we want to use softer words, relations are good. We have few fanatics of any color. We have much friendly cooperation between racial groups. We have able leaders in both the majority and minority groups.... But time is running out. We must make a beginning on the solution of the problem of segregation, on the attainment of a real equality of opportunity. This or that proposal of the citizens committee which has been studying de facto segregation in our schools may not be the best possible remedy. Better proposals may result from the study all of us are now making. But we must begin, because on what we do depends not just the future of our city. What we do, and the spirit in

which we approach the problems of segregation in our schools, is important to the future of our country and of the world."

As Dr. Sontag has stated so eloquently, this is indeed a new century. Our country, our community, and our public schools are committed to the people and to their children. It is for us, the professional educators, to take the lead in preparing all of the children for the world of today and the newer world of tomorrow.

The Berkeley community has gone through dramatic changes in the last two decades. A formerly homogenous Caucasian population has become racially heterogeneous. About 37 per cent of our school population is Negro and over 45 per cent is non-Caucasian.

In 1958, the Board of Education, at the suggestion of the Berkeley N. A. A. C. P., authorized a citizens committee study of "Inter-racial Problems and Their Effect on Education in the Public Schools of Berkeley, California." This study, known as the "Staats Study" named for its chairman Judge Redmond C. Staats, Jr., was the first of a series of studies of this general issue in the Berkeley schools over the past six years. The Staats Report made several recommendations concerning curriculum, personnel, guidance services, and communications between the schools and the public.

In keeping with the spirit of the Staats Report, the district has progressed in all of these areas. An example of this progress is furnished by the increase from thirty-four to about seventy-five Negroes on the certificated staff. Minority staff members have earned their way into principalships and other administrative positions. While a balanced distribution of minority staff members across the city has proceeded more slowly, progress is now being made in this direction as well. Advances of this type are being made in other aspects of the school program.

In 1962, the Board, upon the Superintendent's recommendation, unanimously established a citizens committee to study the general problem of de facto segregation in the local schools. This study was originally suggested by the Congress of Racial Equality. The committee was composed of thirty-six citizens, representing a wide variety of neighborhoods, races, and occupations. Dr. John S. Hadsell served as chairman. The study was conducted between January and November, 1963. The committee's report suggested certain changes to improve the racial balance among the Berkeley schools, both teachers and students; and to provide general improvement in the quality of instruction provided educationally deprived students. In the months following the presentation of this committee's report, these recommendations became the subject of intense community scrutiny and discussion. P. T. A.'s and other organizations in the community conducted studies of the report and the issues with which it dealt. The overwhelming number of these studies were supportive. The Board of Education held two public hearings before huge crowds, the last one drawing an audience of about 2,000 people.

On February 4, 1964, the Board instructed me to conduct a survey of staff reactions to the Citizens Committee proposals. This survey was conducted during the month of February, under the over-all coordination of a five-member staff committee. Every school faculty in the city held meetings and study sessions to consider the report and to make comments and suggestions on the problems discussed. These staff reactions and suggestions were consolidated and presented to the Board on March 3, 1964.

On the same date, the Board authorized the current staff study of which this is the report. This study has covered both recommendations of the citizens committee and suggestions that have been contributed by staff members. The scope is based on the three Board motions authorizing the study. These motions follow verbatim:

1. Ramsey Plan

Moved (by Mr. Avakian, seconded by Mr. Petersmeyer) that the Superintendent report to the Board as soon as possible (a) whether it is educationally desirable and practically feasible to inaugurate the so-called Ramsey Plan, whereby all 7th and 8th graders would attend Willard and Garfield Junior High Schools, and all 9th graders would attend the Burbank Campus as a part of a four-year Berkeley High School, and the new boundary between the Garfield and Willard districts would run generally in a northeast to southwest direction, and (b) whether it would be practicable to institute such a plan in the fall of 1964.

2. Ad Hoc Administrative Group

Moved (by Dr. Maisel, seconded by Mr. Avakian) that the Superintendent be requested to bring back to the Board a proposal or plan for an ad hoc administrative group, together with its estimated budget, to have the responsibility for examining in detail the various proposals in the "De Facto Segregation Committee Report" as augmented by the staff and Board comments with respect to their feasibility, educational value, and costs.

3. Elementary Compensatory Education Program

Moved (by Mr. Petersmeyer, seconded by Mr. Avakian) that the Berkeley Board of Education adopt a philosophy that supports the concept of compensatory education insofar as it applies to the elementary student in Berkeley who is not presently achieving academically at his grade level or according to his ability.

Furthermore, I request that our Superintendent offer recommendations to the Board, as soon as possible, as to the most practical, specific approaches to compensatory education such as smaller classes, more teachers, new textbooks, more teacher training, or a parent education program; also a suggested date to implement this program, the cost of implementing it and the source of financing.

I appointed the above-mentioned five member committee to serve as the Steering Committee to coordinate the over-all study. Seven task groups, each containing four to six members, were established to study in depth one or more phases of the general issue. These task groups were concerned with determining the advisability and general feasibility of various plans and with developing specific recommendations. The areas of concentration were as follows:

1. The Ramsey Plan
2. Elementary Integration
3. Compensatory Education
4. Grouping, Tracking, and Scheduling
5. Personnel
6. Finance
7. Other Recommendations *

All school principals in the city were asked to discuss the study with their respective faculties and to recommend volunteers for membership on the several task groups. The response indicates the high interest of the Berkeley staff in this crucial issue. More than 130 staff members volunteered or were recommended to help with this study. Thirty-five were selected to serve on the task groups. They were chosen for interest in a particular area and for competence to do a special job professionally and objectively. Each group became a research team committed to the fulfillment of its task in as much depth as the limited time would allow.

The task groups conducted the studies over a period of approximately six weeks, submitting their tentative reports to the Steering Committee on May 4. During this period, each task group spent many hours each week and the entire group spent a weekend in a work retreat at Asilomar. This has been a sizable undertaking on top of already busy schedules. However, I feel that the people involved have approached the task with vigor and dedication and have completed their assignments with distinction.

* * * * *

- * IMPORTANT NOTE: The Superintendent's charge to each task group is contained in the appendix. Due to limited funds and production difficulties, the task group reports and other appendix items were reproduced in insufficient quantity for general distribution. They were, however, included with the report to the Board and were sent to each study participant and to each principal for the use of his staff. Full, complete reports will be available for reference in the Superintendent's office, the professional library, and the Berkeley Public Library, where they may be read by interested citizens.

II. THE IMPORTANCE OF INTEGRATED EDUCATION

With this background in mind, now is the time to examine the educational implications of Integration. The Board of Education is well aware of these implications when it states in its Educational Policies which were adopted in March, 1964:

"A society like ours, dedicated to the worth of the individual, committed to the development of free, rational and responsible people, has special reasons for valuing education. Our deepest convictions compel us to foster individual fulfillment. We desire each individual to achieve the promise that is in him, to be worthy of a free society, and to be capable of strengthening that society.

"Ultimately, education exists to serve our national purposes, but it serves most directly to provide an opportunity for each individual to develop to his fullest potential. To aid the individual in developing this potential, we must renew our efforts to remove all barriers to education--such barriers as poverty, prejudice, ignorance and apathy.

"We believe that education should help an individual to become aware of and to understand the many varieties of cultures in today's world, to relate positively to the diverse people in his community and to contribute and to refine his own evolving cultural patterns.

"We believe that education should be applicable not only to the present but also to the future, the timely and the timeless. Education should be flexible. It should take the lead in developing a generation capable of adapting to a changing environment intelligently and with equanimity."

The Berkeley Board of Education has publicly recognized that de facto segregation does exist in the Berkeley schools. Our committees have studied the effects of segregation. We have tried to determine whether segregation is counter to the goals of democracy and education. We have analyzed these conflicts to see if they can be solved within the framework of Berkeley's existing school situation. We have investigated whether the act of desegregation has positive educational effects and which students will feel these effects. Is desegregation beneficial only to the minority (the lower-class Negroes and whites), or to the majority (the middle-class whites and Negroes) as well?

Attempts to answer these questions through consultation with recognized authorities in the fields of sociology and education, and a careful study of the literature and research on the subject has occupied the major portion of our time.

Our conclusions, based on this study, are that segregation is ultimately damaging to all children and inconsistent with the roles and goals of American democracy and education; and that integration is ultimately beneficial, educationally and otherwise, to all children and puts into practice sound educational principles.

In considering Integration, we have examined those factors in public education which contribute to or deter the acculturation and academic achievement of students from lower-class or minority group backgrounds. The major question which we have considered is whether equality of opportunity and an adequate educational program are possible in segregated (de facto or de jure) schools. In order to treat this question, we first had to view the school in the American setting.

One of the main functions of public education in the United States is to widen the opportunities for achievement regardless of the circumstances of birth. Education is "the great equalizer of the conditions of men--the balance wheel of the social machinery." (1)

"As a nation we have consciously used our school system as a means of integrating our population for well over a hundred and twenty-five years. The term, the 'common school', used to describe the American system, was originally designed to express a philosophy of American education in distinction to the types of school systems which existed and still exist in England and much of Europe. That is, all Americans regardless of variation in background should attend the same school. The purpose of the common school was to encourage the children of lower-class Americans and of foreign immigrants to be included in the educational culture of middle-class America." (2)

The constantly changing American society will intensify the need for highly developed abilities and education while the requirements for unskilled labor will continually decrease. Technology will continue to underscore this trend. Economic conditions demand that greater numbers of individuals be more fully educated and that they adopt some of the values which we call 'middle-class'." (3)

In 1954, the United States Supreme Court by a unanimous decision declared that "separate educational facilities are inherently unequal." Professor Kenneth Clark drew the following conclusions: "...the United States Supreme Court has clearly stated that segregation itself damages the personality of human beings.... Northern schools are bound to put their own houses in order, if they are to obey the spirit of this decision." (4)

The unanimous decision of the California Supreme Court in June, 1963, based upon the California Administrative Code warns us of the neglect of the problem. Said the unanimous Court in *Jackson vs. Pasadena School District*, "The right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of its cause."

At the request of the President of the State Board of Education, Attorney General Mosk spoke on the question of whether a school district may consider race as a factor in adopting a school attendance plan if the purpose of considering the racial factor is to effect desegregation in the schools. The opinion states: "The governing board of a school district may consider race as a factor in adopting a school attendance plan, if the purpose of considering the racial factor is to effect desegregation in the schools, and the plan is reasonably related to the accomplishment of that purpose." (5)

The Attorney General has further assured the Superintendent of Education of the constitutionality of the regulations of the State Board of Education which appear in the California Administrative Code, Title 5. "It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color." (6)

Many Americans agree with the principle that it is morally wrong to segregate or discriminate on the basis of race. Yet there is often a reluctance to put this moral precept into practice. Negroes have become impatient with discrimination in housing, employment and with segregated schools. They have lost faith in the Nation's intent to give them first-class citizenship. They are convinced that separate schools are not equal. They wonder why, in addition to all other injustices, they have been stripped of a good education, the major weapon needed to combat the low socio-economic status which has been their lot.

Research shows that children learn prejudice from social situations in which they live. By the age of fourteen, prejudiced attitudes appear to be already well ingrained. These findings would suggest that we need to make every effort to give school children the opportunity to live and to work together democratically and to develop respect for one another without regard to race.

Raab and Lipset, in their study entitled "The Prejudiced Society," discuss the segregated school as a breeding ground for prejudice. Their documented study shows that the learning of prejudice is effected primarily by the kinds of social situations in which people live. Consequently, segregated communities are "Schools for Prejudice." They state that the pattern of community practices is the basic remedial target and that when the pattern of community practice changes, the prevailing pattern of attitudes will change accordingly. They cite studies which show that specific attitudes change favorably after desegregation, and that it is not necessary to wait for changes in attitude before desegregation. (7)

The Supreme Court decision outlawing school segregation was based primarily on considerations of ego development. It recognized that schools and other public facilities cannot be "separate and equal" because enforced and involuntary separateness that is predicated on purely arbitrary criteria necessarily implies an inferior caste status, and thereby results in psychological degradation and injury to self-esteem. The ego development of segregated Negro children has suffered because of the inferior caste status which is assigned to them by virtue of their segregation. Consequences of this inferior caste status express themselves in lowered self-concept, lack of confidence and low educational and vocational aspirations. (8) A study by Wilbur Brookover which deals with the influence of self-concept on academic achievement presents data to the effect that self-concept may have as much effect on academic achievement as does socio-economic status. (9)

In analyzing the segregated school, Martin Deutsch concluded that "...the more constricted an individual's social frame of reference and the greater its distance from the cultural mainstream, the less meaningful and the less effective are the dominant cultural values that impinge on him in the schools and other social institutions." (10)

Alan Wilson supports this argument when he observes that, "Because of the segregations of social classes, school societies tend to develop differing norms, values, and social structures." (11)

As an instrument of democracy, the schools should work to reduce class and race barriers rather than to reinforce them. Havighurst contends that the lower-class or racially segregated school reduces the democratic quality of our society, since many of the characteristics which we regard as essential for a democracy are systematically undermined by segregation. One of those mentioned is the opportunity for upward social mobility. (12) Havighurst further comments that limiting the school program to improvement of segregated schools is a tacit admission that "separate-but-equal" education is enough for Negro and lower-class youth.

The Ausubels conclude from their study of "Ego Development Among Segregated Negro Children" that significant changes in the ego structure of Negro children are needed, and that these can be brought about in two complementary ways:

"Before Negroes can assume their rightful place in a desegregated American culture, important changes in the ego structure of Negro children must first take place. They must shed feelings of inferiority and self-derogation, acquire feelings of self-confidence and racial pride, develop realistic aspirations for occupations requiring greater education and training, and develop the personality traits necessary for implementing these aspirations. Desegregation... is an important and indispensable first step in the reconstitution of Negro personality, since the school is the most strategically placed social institution for effecting rapid change both in ego structure and in social status. A desegregated school offers the Negro child his first taste of social equality and his first experience of first-class citizenship. He can enjoy the stimulating effects of competition with white children and can use them as realistic yardsticks in measuring his own worth and chances for academic and vocational success. Under these circumstances, educational achievement no longer seems so pointless, and aspirations for higher occupational status in the wider culture acquire more substance." (13)

Seymour Lipset, Alan Wilson, Patricia Sexton and Robert Havighurst have studied the effects of segregation on achievement. According to Havighurst, the lower-class (Negro or white) school has some serious damaging consequences. Havighurst compared the records of junior high school students in River City who came from contrasting elementary schools, one a mixed-class school and the other a lower-class school. He found that pupils from a lower-class elementary school did not achieve as well as children of the same socio-economic level who had attended mixed class schools. (14)

Havighurst also determined that pupils in a lower-class school have lower educational aspirations than they would have if they were in a mixed-class school. (15) Alan Wilson's studies support these propositions. In his studies of Bay Area high schools and elementary schools, he found that scores on scholastic aptitude tests and plans to enter college were related to both family social status and to the school climate. He found that a boy with a given IQ is less likely to achieve and less likely to want to go to college if he is in a lower-class segregated school than if he is in a mixed-class school. (16)

In summarizing his research, Wilson noted that school climate affected pupils' educational and vocational aspirations. For example, the proportion of students from similar family background who aspired to attend college varied with their high schools and the prevailing milieu. In their median grades as well, students from comparable backgrounds reflected the climate of the school. (17)

Patricia Sexton in her study of Detroit schools found that the academic gap between high status and low status schools becomes greater with each passing grade. Lipset further points out, "Integration at the elementary school level has the special advantage that the culturally created differences in educational ability among those of different backgrounds are much less than they are at the junior high or high school level. Educational tests show that differences among children of different races and social classes, which are relatively narrow in the first grade, widen year by year, as one group attends a high achievement culture and the other a low culture school. It is easier to prevent such gaps in learning ability by integrating in the first grade than to try to remedy them in the seventh or tenth grade." (18)

I will now cite some actions toward school desegregation which have been taken throughout the country:

A. Bailey School, White Plains, New York

A Princeton Plan was adopted in this community in 1951. Prior to that time schools were districted on a neighborhood basis and the schools were almost completely segregated. The Negro-white ratio was about 50-50 then. Today the Negro population comprises 35% of the district. During the first two years of their redistricting plan the emphasis was on desegregation rather than on integration. Within two years of the inauguration of the plan, efforts were made to integrate the schools; i. e., in-service training, community workshops, re-assessment of hiring procedures, small class size, and grouping procedures which reflect the entire community in each class. The results of ten years of integration as reported by the Principal, Aaron Lipton, are:

1. Attitudes have improved immeasurably among all children.
2. Teachers are now working towards meeting the needs of children rather than the opposite.
3. The community, both Negro and white, has expressed wholehearted approval (with very few pockets of resistance).
4. Children's achievement levels have risen significantly for both advantaged and disadvantaged children. (19)

B. Louisville, Kentucky

Stallings compared the scores of white and Negro children of Louisville, Kentucky in grades 2, 6 and 8 in 1955-56, the year before desegregation, with the scores of children in those grades from 4 to 12 months after desegregation, depending on when the tests were administered. Stallings summarized his findings thus:

1. The white pupils gained 1.2 months in the second grade; 0.9 months in the sixth grade; and in the eighth grade, where the analysis was by subject areas, the average gain was two months.
2. The Negro pupils gained 3 months in the second grade, 5 months in the sixth grade, and an average gain of one month in all subjects in the eighth grade. Test results over the previous nine years failed to show another instance where such substantial gains were evident in these grades.

Stallings also interviewed 15 pupils and 60 professional staff members. Only one of the 75 persons interviewed felt that integration had had an unfavorable effect on the motivation of pupils or teachers. (20)

C. Washington, D. C.

The interim reports which have been presented by the Superintendent of Schools of Washington, D. C., indicate that since the inauguration of school desegregation, there has been measurable improvement in the average achievement of both white and Negro children. (21)

D. Englewood, New Jersey

The situation of Englewood, New Jersey, has particular relevance to our study. Englewood was torn with claims and counterclaims, studies, court litigation, sit-ins, etc., which led to racial tension bordering on violence. In July of 1963, the Commissioner of Education ordered the Board of Education to present a plan by August 1, 1963, to be put into effect by September, 1963. Although the Board's progress was interrupted during the summer with litigation, it implemented its integration plan in October, 1963. In explaining the program, Dr. Shedd, Superintendent of Schools, said that the educational values of a city-wide sixth grade program in Englewood go far beyond the elimination of de facto segregation at Lincoln School (the formerly segregated Negro School). He stated that consolidation of pupils and teaching personnel at this level offers tremendous opportunities for educational improvement which make it a justifiable and worthwhile venture regardless of the racial issue. Reports indicate that the plan for integration is working well during its first year of operation despite the fact that the Board was ordered to integrate during the summer of 1963 and had to place a plan in operation by the fall semester 1963. (22)

Some of the additional research which we considered in this study included:

The pioneer work of Otto Kineberg in the 1930's which clearly established the fact that intelligence test scores will improve as children move from a deprived, inferior educational situation to a more positive and stimulating one. (23)

Robert Herriott in the Harvard Education Review points out that a student's academic aspirations are very much related to the expectations of "significant others." (24)

Alan Wilson in his Berkeley study defined these "significant others" as the students' peers, parents and teachers. Wilson's data supports the following conclusions:

"Because of the segregation of social classes school societies tend to develop differing norms, values, and social structures. In the middle-class schools, parents and teachers supervise children more closely and have high academic expectations for them. A result of this strong inter-generational control is a more fragmented peer-group structure and a greater saliency of adult values for the children. In the working-class schools values are more readily communicated laterally among peers. Attitudes towards schooling are largely irrelevant to the students' assessments of one another, and teachers, although concerned about academic achievement, tend to normalize a lower level of achievement." (25)

Alan Wilson shows that Negro children in integrated schools in Berkeley do much better in learning to read than do Negro children from similar class backgrounds and levels of measured intelligence who attend predominantly Negro schools. He reports similar findings from a study of students in thirteen Bay Area high schools. He found that those high school students from lower-status homes, white or Negro, are much more oriented towards achievement in integrated school environments.

Gordon Liddle's Illinois study confirms Wilson's findings. (26, 27, 28)

In addition to the specific studies cited above, we have evaluated the following:

1. Open enrollment as practiced in New York City and Oakland, California
2. The Princeton Plan and its variations as implemented in Princeton, New Jersey, and Highland Park, Michigan.

The research previously cited indicates that integration improves the self-image, aspiration levels and motivation of minority children. It builds better attitudes among children of all races. Integration has improved the academic achievement of all children. Coupled with a comprehensive compensatory education program, it could improve that achievement far beyond the indications of the present limited research.

In summary: Integration is morally right, basic to a democratic society, socially inevitable and sound educationally.

Other Considerations:

While integration is educationally essential, there are other important considerations which must be met if we are to have an excellent comprehensive educational program. These include compensatory education, the organization of classes within the schools, and school personnel to implement our task.

President John Fischer of Columbia Teacher College coined the term "compensatory education" to describe efforts to "compensate educationally" for the disadvantages some students bring to the classroom. Many communities throughout our state and the nation have sensed the urgency to develop educational and cultural programs which give equality of opportunity to all of our youth. As noted by Senator Eugene McAteer, "We have an urgent social task -- to play a dynamic part in bringing masses of disadvantaged Americans into the mainstream of our national life."

In Berkeley, we are one of the twenty-four California districts in the McAteer pilot program in compensatory education. In addition, we are presently implementing, in several of our schools, provisions of AB 464. This bill provides excess cost reimbursement for the educationally handicapped minors. New and significant progress is foreseen in extending to many pupils significant educational programs. New hope is being raised for pupils who have deep seated educational handicaps. Also, there now exists the premise that well-trained teachers will have the small class size so necessary in affording concentrated attention to pupils with these handicaps.

One of the significant concerns of the De Facto Segregation Committee was the problem of segregated classes within integrated secondary schools. The problem faced by the staff was to retain the advantages of tracking, but also explore ways of improving the racial balance in our schools. Our staff study shows that a majority of our teachers oppose the total abandonment of homogeneous grouping but they do favor some heterogeneous grouping in non-academic classes.

Continued study in the area of flexible scheduling, team teaching, programmed learning, etc., will undoubtedly offer additional opportunities for improving learning and implementing integration.

Upgrading every phase of classroom learning is the constant goal of the Berkeley Board of Education. Critical to this goal is a quality staff in general and excellent teachers in particular.

The need for outstanding and perceptive staff takes on an added dimension in an inter-racial community seeking solutions to the problem of de facto segregation. This new dimension focuses on the need to develop recruitment, selection, placement, evaluation, and salary policies which put a premium on attracting and keeping highly competent and motivated staff, mirroring the community's racial diversity.

At the same time, sophistication in racial relations and understanding of cultural differences become a part of the professional competence crucial to all personnel policies and practices.

III RECOMMENDATIONS

I RECOMMEND THAT THE RAMSEY PLAN BE ADOPTED FOR THE JUNIOR HIGH SCHOOLS IN THE BERKELEY UNIFIED SCHOOL DISTRICT BEGINNING SEPTEMBER 1964.

The Ramsey Plan proposes that all 7th and 8th graders attend Willard and Garfield Junior High Schools, and that all 9th graders attend Burbank Junior High School. I recommend that Burbank be closely linked with the high school in counseling and curriculum but have a separate administration. The boundaries between the Garfield and Willard districts would run generally in a northeast to southwest direction in order to achieve an approximate racial balance in both of the schools. The exact boundaries would be established after the completion of the racial census which is currently in progress.

I urge that the Board adopt this recommendation because it is educationally desirable:

- A. Segregated schools breed and perpetuate prejudice. This plan abolishes segregated schools at this level, places all of the junior high pupils in integrated schools and acquaints them with a broad spectrum of socio-economic, cultural and ethnic groups.
- B. Research indicates that the educational achievement levels of all groups concerned will rise after integration (Appendix II).
- C. Arnold Gesell, (in his book, "Youth - The Years From Ten To Sixteen") points up the advantages of having a separate ninth grade school for fourteen year olds. (Appendix I)
- D. Students coming from the elementary schools would move into two parallel 7th-8th grade educational programs at Willard and Garfield.
- E. Articulation with the high school would be facilitated by placing all of the ninth graders in one school. Curriculum content, level of instruction, grading standards, testing procedures, and homework practices would be more uniform as the youngster entered tenth grade, rather than reflecting three distinct junior high curricula and educational approaches. Orientation of ninth graders could be improved immeasurably, with the focus on one campus.
- F. The larger enrollment in each school would make it more easily possible than at present to assign teachers to their major fields.

In order to institute the Ramsey Plan in September of 1964, it would be necessary to accomplish the following:

- A. Adjust the 7th, 8th, and 9th grade curriculum.

- B. Develop master programs for two 7th and 8th grade schools and one 9th grade school.
- C. Assign faculty and counselors.
- D. Give pertinent information concerning the incoming 7th graders to the counselors, and make programs for 3,400 students. (These programs would have to be made anyway; and the only significant departure from normal procedure is the interschool liaison required for transfer of pupils from the traditional patterns.)
- E. Provide for appropriate instructional materials, and for the necessary movement, and purchase of books and equipment.

These steps can be accomplished by September 1964.

By changing to a ten-period day (which is the present Berkeley High School schedule), all of the present 8th graders in the three junior highs can be accommodated next year as 9th graders at Burbank - despite the building construction that will be going on there.

Plans can be made this summer for in-service training next year which would develop in staffs the positive attitudes necessary to help students adjust to the change and to new situations within a short time. (Some suggestions for safeguards are listed in IV-C of Appendix I).

Some children might be traveling longer distances than before, but public transportation would be available.

Should the Board approve this without delay, significant portions of this task could be accomplished before school closes in June of this year. This could reduce the estimated initial cost by as much as one-third. In other words, implementation this fall is feasible.

I RECOMMEND THAT THE FOLLOWING PLAN FOR INTEGRATING THE ELEMENTARY SCHOOLS BE ADOPTED--THE PLANNING AND PREPARATION STAGES TO BE UNDERWAY BE SEPTEMBER 1964, WITH THE REORGANIZATION OF SCHOOLS AND ATTENDANCE DISTRICTS TO GO INTO EFFECT IN SEPTEMBER 1965.

The plan proposes that the Berkeley schools be divided into four expanded neighborhood school attendance districts. Each district would contain two or more primary (K-3) schools and one intermediate (4-6) school. All children would attend the primary school nearest their home except for those coming from intermediate school areas.

<u>Tentative Attendance District I</u>		<u>Tentative Attendance District II</u>	
Thousand Oaks	K-3	Oxford	K-3
Jefferson	K-3	Whittier	K-3
Franklin	4-6	Washington	K-3
		Columbus	4-6
<u>Tentative Attendance District III</u>		<u>Tentative Attendance District IV</u>	
Cragmont Kdgn.	K	John Muir	K-3
Hillside Kdgn.	K	Emerson	K-3
Cragmont	1-3	LeConte	K-3
Hillside	1-3	Lincoln	4-6
Longfellow	4-6		

As can be seen from the above, the recommended intermediate school in each district is the largest school site (both in terms of school plant and school playground space) in that district. The rationale for this placement is that there is value in assigning younger children to smaller schools with smaller pupil populations. The proposed kindergarten schools are in keeping with this rationale.

The only school which is not included in the above chart is the Franklin Primary School. While it will not be known for certain until the racial census is completed, it is possible that the present pupil population may be absorbed by the primary schools in its newly formed district. If this should happen, I recommend that the building be considered for use as a nursery school, child care center, or for any other educational purposes that seem suitable.

I recommend integration of the elementary schools because it is educationally desirable:

- A. Segregated schools perpetuate prejudice and discrimination. This plan would provide for total integration of the elementary school pupils; and would permit a youngster to work with many racial, ethnic, and cultural groups before prejudiced attitudes are fixed.

- B. The Berkeley schools vary greatly in racial composition, in socio-economic class, in academic achievement, and consequently in reputation and status. This plan of integration would produce schools that are balanced racially and socio-economically. It would permit us to get an early start on the aspiration and achievement differences, before the gap broadens and becomes impossible to bridge.
- C. Research shows that both the advantaged and disadvantaged children profit from integration - both in improved attitudes and educational achievement. (See Appendix II).
- D. Improved instructional programs, such as ungraded sequences, team teaching, and curriculum innovations could be incorporated with this plan.
- E. It would be a start in "compensating" for the "separation" that has been forced upon the Negro, and it would help raise his self-esteem, and his educational and vocational aspirations.

Implementation could be instituted immediately and be completed in September 1965 through the following steps.

A. Phase I - to go into effect immediately

- 1. A racial census is currently being conducted, so the boundaries could be assigned before summer.
- 2. Faculties of each of the four proposed attendance districts would meet together at least once a month
 - a. to get acquainted with each other
 - b. to get to know all of the schools in their district
 - c. to become acquainted with the range of achievement levels at each school
 - d. to share experiences, ideas, techniques, and materials
 - e. to have exchange visitations
 - f. perhaps to set up exchange teacherships of two, three, or more days in classes of different schools.
- 3. The P. T. A.'s of each of the three or four schools in the new district would also join together and hold their meetings alternately in each of the schools in the new proposed district. The program content would aim at helping the parents of the various schools to get better acquainted, answering questions about desegregation aims and implementation, encouraging visitation and observations in the schools, and finding out ways in which they can volunteer to assist teachers in general, or to help implement the change.
- 4. Faculties would be encouraged to initiate inter-school activities - both during school time, after school (if possible with transportation schedules) and on Saturdays, so that the children would get to know each other better. (Examples: science camps and excursions; drama, art, and math clubs)

5. Changes in proposed adjustment of buildings to abide by code regulations could be accomplished during this next school year.
6. Provisions for transportation would be studied and met by the least expensive method possible.
7. Effective in-service education of all staff members to enable them to work effectively with heterogeneous classes composed of children from all racial, ethnic, and socio-economic backgrounds would be put into effect.
8. Compensatory education programs, which would go "hand-in-hand" with the integration, would be investigated and planned.
9. The administrative tasks of movement and assignment of equipment, texts, library books, and personnel would be worked out cooperatively with the principals and staffs involved.
10. Provisions would be made to inform the community fully of the procedure, rationale, and nature of the changes.
11. There should be continuous evaluation of achievement of pupils, aspiration of pupils, social attitudes of children, teachers, and community members, population trends, and housing patterns.
12. The costs of implementing this elementary integration plan would be negligible during this first year.

B. Phase II - to go into effect September 1965

1. Children would be assigned by June of 1965 to their respective destinations for that fall and would begin in the new schools in September.

I RECOMMEND THE ADOPTION OF A COMPENSATORY EDUCATION PROGRAM WHICH EFFECTIVELY "COMPENSATES" FOR GAPS IN THE EXPERIENCES AND SKILLS WHICH SOME CHILDREN BRING TO SCHOOL

I recommend that a "Compensatory Education Fund" of approximately 2% of the total school budget for the school year 1964-65 be provided, but not necessarily earmarked for particular programs until the latter are planned and designed by the staffs that are to implement them. I would urge that priority needs be agreed upon, and that programs to be initiated be flexible and accompanied by in-service education of staffs.

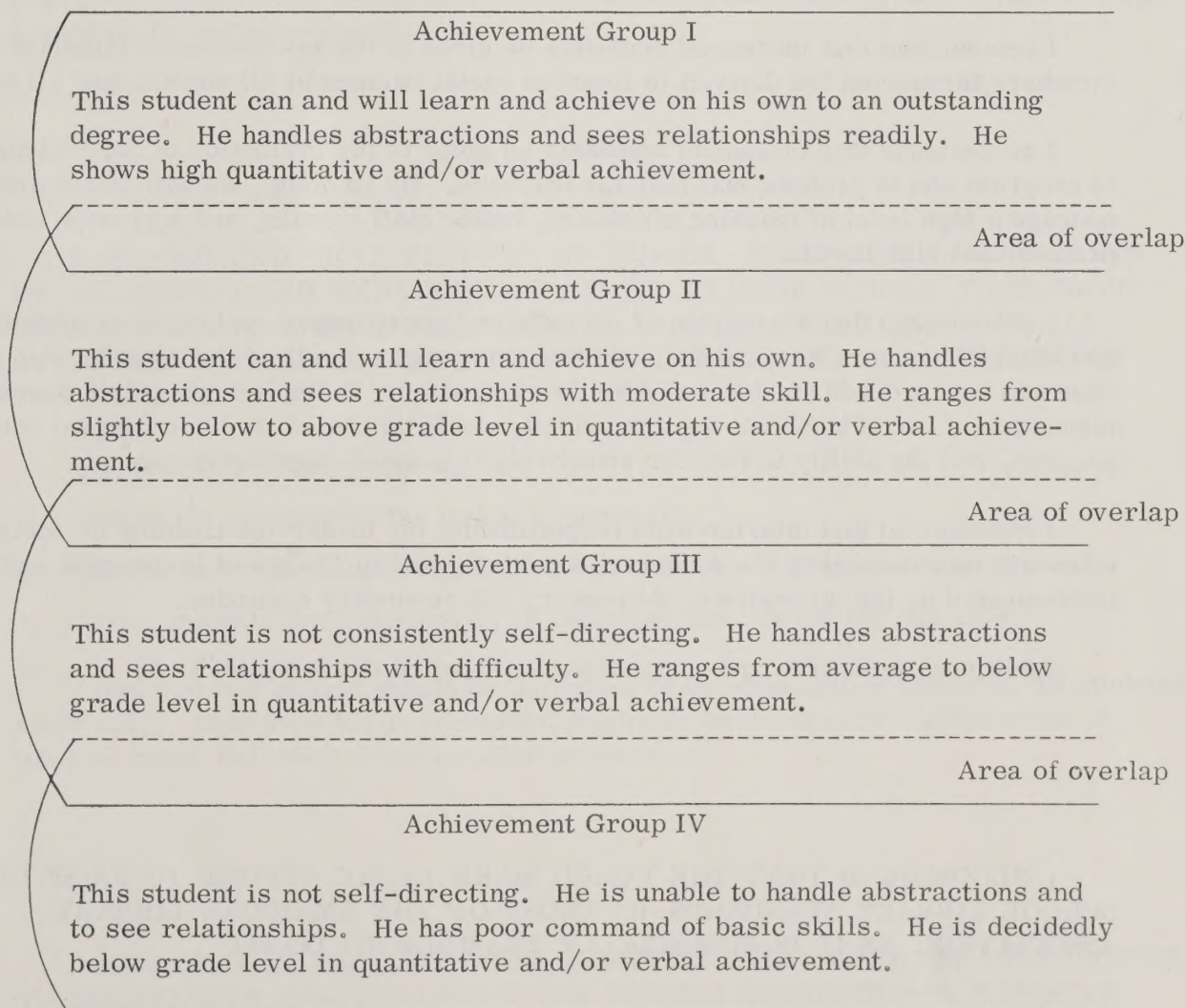
Some of the compensatory programs that were felt to be very vital by the Task Group, which researched them, are listed below in order of possible priority: (Full explanations of what these programs contain are in Appendix III.)

1. Provision for dynamic in-service training that would orient the certificated staff to the diversity of backgrounds that are represented by the students who come to our schools, and that would help the staff apply this knowledge directly in techniques and methods used in the classroom.
2. Expansion of the nursery programs by doubling the present schedule at South Berkeley Y.M.C.A., the Mobilized Women's Center, Willard Junior High, and Savo Island.
3. Utilization of the flexible or ungraded kindergarten and primary approach to meeting individual needs.
4. The addition of supplementary school personnel to allow for faculty experimentation with curriculum and services.
5. Expansion of counseling services.
6. Provision for the teaching of study skills.
7. Increase of school budgets for instructional materials, transportation, supplemental texts, library and other books, and capital outlay.
8. Provision for the expansion and improvement of the instructional materials center that includes audio-visual services and facilities.
9. Expansion of programs of extra-curricular activities.
10. Provision for improved and expanded library services.
11. Provision for parent and community involvement in proposed programs.

I RECOMMEND THAT STUDENTS OF GRADES 7-12 BE PLACED IN ONE OF FOUR BROAD ACHIEVEMENT GROUPS FOR EACH ACADEMIC SUBJECT; THAT A DELIBERATE ATTEMPT BE MADE TO INTEGRATE STUDENTS WITHIN THE SAME ACHIEVEMENT GROUP; AND THAT NO HIERARCHY OF CLASSES BE SET UP WITHIN THE GROUP STRUCTURE.

All 7th grade students from the Berkeley elementary schools would be placed in one of the four achievement groups on the recommendation of the 6th grade teacher, who would have adequate communication with the receiving school.

Descriptive guide lines and percentile bands would be used to help determine placement.



Along with this overall plan, provisions must be made for flexibility and mobility between achievement groups as advisable.

I RECOMMEND THAT THE BEST QUALIFIED PERSONNEL BE RECRUITED, EMPLOYED, PLACED, AND PROMOTED WITHOUT PREJUDICIAL REGARD TO RACE, CREED, COLOR, OR NATIONAL ORIGIN.

I further recommend that a defined and concentrated effort be made to select teachers who are representative of the various racial and ethnic groups of the nation, and to employ teachers who have had successful experiences teaching the culturally and educationally disadvantaged students. For instance, the school district should notify teacher training institutions that minority group student teachers and administrative interns are welcome in our district, and will be considered for employment, if they are successful in their assignments. The district should send notices of vacancies to all important placement bureaus and to institutions of educational excellence, including leading Negro universities and colleges.

I recommend that increased emphasis be given to the assignment of minority staff members throughout the district to improve racial balance at all schools and all levels.

I recommend that increased emphasis be given to the evaluation of our instructional program and to professional help for teachers. By so doing, we will foster and encourage a high level of teaching efficiency, better staff morale, and a greater sense of professional fulfillment.

I recommend that a program of periodic and constructive evaluation of probationary and tenured teachers be expanded, and that this program reflect the considerable progress and new procedures developed by the profession. In implementing this recommendation, I would hope that highest priority would be placed on demonstrated teaching success, and the ability to function effectively in a multi-racial community.

I recommend that district-wide responsibility for in-service training in intergroup education be assumed by the Assistant Superintendent in Charge of Instruction and implemented by the directors of elementary and secondary education.

Additional guidelines and suggestions are spelled out in Appendix V.

I RECOMMEND THAT THE BOARD MAKE EVERY EFFORT TO RAISE OUR SCHOOL LIBRARY STANDARDS TO THOSE OF THE AMERICAN LIBRARY ASSOCIATION, AS IT IS FINANCIALLY FEASIBLE TO DO SO.

PART OF OUR RECOMMENDATION FOR ADDITIONAL SUMMER SCHOOL OPPORTUNITIES HAS ALREADY BEEN PUT INTO EFFECT.

Two additional summer schools will be opened this summer to accommodate the youngsters who usually remain on the waiting lists. This will bring our total to five --two elementary (Jefferson and Washington Schools), two junior high (Garfield and Willard), and Berkeley High School.

Every effort is being made to organize schools with equal educational programs and with pupil populations that are balanced racially.

The two elementary schools will serve pupils who will be in Grades 4-6 next year, and will also pilot one small primary class at each school. The information, which may be obtained from the primary level experiments, should be of great assistance to the Board when decisions are made about further expansion of summer school programs for primary grades.

I RECOMMEND THAT EFFORTS BY PUPILS, TEACHERS, AND PARENTS BE CONTINUED AND EXPANDED AT BERKELEY HIGH SCHOOL TO IMPROVE STUDENT UNITY, SPIRIT, AND MORALE; AND TO FULLY INVOLVE ALL STUDENTS, REGARDLESS OF THEIR ACADEMIC TRACKS, IN THE LIFE OF THE SCHOOL.

Planning is already underway to:

1. Revise the procedures for locker assignment.
2. Offer a new orientation program for students new to Berkeley High School.
3. Group students heterogeneously in sociology classes for the fall 1964.

I feel that our efforts should be increased in the direction of involving all students more fully. This includes an increased emphasis on the creative development of interest clubs and other extra-curricular activities.

I RECOMMEND THAT AN ADMINISTRATIVE PROCEDURE BE ESTABLISHED TO COORDINATE AND EVALUATE THE SPECIAL EDUCATIONAL NEEDS OF BERKELEY CHILDREN AND TO EXPLORE AVENUES AND POSSIBLE SOURCES OF FUNDS TO SUPPORT THESE PROGRAMS.

I RECOMMEND THAT SERIOUS EFFORTS BE MADE TO EVALUATE AND DEVELOP OUR CURRICULUM, SO THAT THE EDUCATIONAL EXPERIENCES, MATERIALS, AND OTHER ACTIVITIES WITH WHICH OUR PUPILS ARE TAUGHT WILL SUPPORT AND ENHANCE AN AWARENESS OF, UNDERSTANDING OF, AND RESPECT FOR ALL HUMAN BEINGS.

Opportunities should be provided for integrated learning experiences. Books and teaching materials, which reflect more accurately the population of our country, should be acquired. Inadequate texts or limited materials should not deter us from presenting honestly the background of prejudice and discrimination, and the history of various ethnic, racial, or social groups.

Children should be encouraged to become more aware of what goes on around them. They should obtain the basic tools of learning and develop their skills for thinking and making decisions, even at the risk of making mistakes.

(Appendix I includes some suggestions of ways to begin this. Social Studies could include discussions of prejudice and discrimination. Science could include origins of race; Music and Art could include contributions of minority groups; English could utilize the works of minority authors as well as content that deals with this social problem.)

I also recommend that efforts be made to develop, put into effect, and evaluate sequential and articulated content from Kindergarten through Grade 12, so that teacher effort can be applied more efficiently.

I would like to call attention to the vital function of McKinley Continuation and Adult School and to its outmoded, over-crowded, and completely inadequate plant facilities.

I recommend that in the near future the Board give consideration to this situation with the view toward relieving these problems.

I WOULD LIKE TO CALL ATTENTION TO THE VITAL FUNCTION OF MCKINLEY CONTINUATION AND ADULT SCHOOL AND TO ITS OUTMODED, OVER-CROWDED, AND COMPLETELY INADEQUATE PLANT FACILITIES. I RECOMMEND THAT IN THE NEAR FUTURE THE BOARD GIVE CONSIDERATION TO THIS SITUATION WITH THE VIEW TOWARD RELIEVING THESE PROBLEMS.

OUR ULTIMATE RESPONSIBILITY

Now that I have given my recommendations, I would like to make some comments regarding priorities. The truth is, I believe that all are important and should be put into effect during next school year. There were many more suggestions that I could have made, but I have reduced the selection to the vital minimums.

There are some observations, however, which might be of help to the Board in making decisions:

It seems to me that if Berkeley wishes to continue its reputation for leadership in facing problems, which many communities have not even acknowledged, the Board of Education would certainly wish to make significant decisions with regard to de facto segregated schools.

When one focuses on this issue, then some priorities do become strikingly clear. If we wish for public school education to take a necessary step in breaking the vicious circle of prejudice and discrimination which "strangles" the Negro minority, and limits, stagnates, makes guilty, and frightens the white majority, THEN WE MUST DO A BETTER JOB OF PREPARING OUR NEXT GENERATION FOR LIVING WITH ALL HUMAN BEINGS.

This would compel me to place at the top of the list THE DESEGREGATION OF THE BERKELEY PUBLIC SCHOOLS.

The Ramsey Plan is educationally sound, administratively practical, and financially feasible for September, 1964. The major objections that have been voiced by some members of the community have dealt mainly with distance of travel and trying to solve social problems at the child's level. We have already validated how important it is for us to reach children NOW, in order to prepare for a better future for all of us. I would sincerely hope that the thoughtful members of this community would accept the minor inconvenience of transportation in deference to our larger and more important goals of making our schools truly democratic and educationally excellent.

I support the elementary integration plan for the same reasons. It is true that the children who would be traveling across the city by bus would be younger, but I feel that cooperative planning with local bus companies could solve this difficulty.

Next I would like to point out that desegregation is accomplished by reassigning children; but that our end goal of integrating the schools and improving attitudes would be the long term aim of our professional staff. This points out the importance and necessity of compensatory education accompanying all integration plans.

I sincerely hope that our Board of Education will take this occasion to provide for equality of educational opportunity for all Berkeley children. This will be a vital step toward constructively supporting our American Dream of a country which is composed of many types of people living together with neither hostility nor prejudice.

APPROXIMATE COSTS OF RECOMMENDATIONS

	1964-65 Cost	1965-66 Cost	Comments
1. <u>Ramsey Plan</u>	\$33,000 to 50,000	-	Actual cost within this range would depend upon the promptness of the Board decision and partial implementation before school is over on June 12, 1964.
2. <u>Elementary School</u> <u>Integration</u>	no significant cost	\$144,000	Estimate of recurring bus costs. Other costs as implicit elements in this proposal include building changes, moving instructional materials, library books, bus supervision and possible use of traffic guards. Detailed estimates must await the adoption of the plan.
3. <u>Compensatory</u> <u>Education</u>	220,000	220,000	This amount represents 2% of the budget. It could be used for services of the type included in the recommendations of Task Group 3. This amount may be reduced through sources outside the district.
4. <u>Grouping,</u> <u>Tracking and</u> <u>Scheduling</u>	- 2,116 1,000	- 2,116	Implementation of broad achievement grouping - no cost. Full day class visitation between 6th and 7th grade teachers. For further investigation of flexible scheduling.
5. <u>Personnel</u> <u>Recommendations</u>	-	-	No anticipated additional costs.
6. <u>Berkeley High</u> <u>School</u>	3,200	3,200	\$1 per student for expansion of extra-curricular activities.

APPROXIMATE COSTS OF RECOMMENDATIONS (continued)

	1964-65 Cost	1965-66 Cost	Comments
7. <u>Curriculum</u>	-	-	Specific costs not known at this time - would probably be financed in part by compensatory education funds, some of which may be out-of-district sources.
8. <u>Libraries</u>		undetermined	
Five Librarians	\$30,000 *		This is a step toward raising school library standards to the American Library Association Standards. This improvement is needed regardless of any integration programs. An adequate program would cost from \$247,707 to \$690,707.
Clerical Help	5,000		

* For elementary school assignment

FOOTNOTES

1. Alan B. Wilson, "Some Effects of Social Stratification Upon the Academic Achievement of Elementary School Students," University of California, p. 1.
2. Seymour Martin Lipset, "De Facto Segregation in Berkeley and the Common School Tradition," p. 1.
3. Gordon Liddle, "The Effects of Children's Elementary School Milieux on Their Subsequent Academic Achievement," pp. 1-2.
4. Kenneth B. Clark, quoted by Patricia Sexton, Education and Income (New York: Viking, 1961), p. 243.
5. Opinion of Stanley Mosk, Attorney General, Robert Burke, Deputy Attorney General, No. 63/101, August 15, 1963.
6. California Administrative Code, Sec. 2010, p. 363.
7. Earl Raab and Seymour Martin Lipset, "The Prejudiced Society," American Race Relations Today, Earl Raab, editor (New York: Doubleday, 1962).
8. David and Pearl Ausubel, "Ego Development Among Segregated Negro Children," Education in Depressed Areas, p. 109.
9. Wilbur B. Brookover, Ann Paterson, and Shailer Thomas, Self Concept of Ability and School Achievement (East Lansing: Office of Research and Publication, College of Education, Michigan State University, 1962), p. 105.
10. Martin P. Deutsch, quoted by Miriam L. Goldberg, "Factors Affecting Educational Attainment in Depressed Urban Areas," Education in Depressed Areas, A. Harry Passow, editor (New York: Teachers College, Columbia University, 1963), pp. 86-87.
11. Alan B. Wilson, "Social Stratification and Academic Achievement," Education in Depressed Areas, p. 232.
12. Robert J. Havighurst, "Urban Development and the Educational System," Education in Depressed Areas, p. 33.
13. Ausubels, op. cit., pp. 130-131.
14. Havighurst, op. cit., pp. 30-32.
15. Havighurst, loc. cit.
16. Havighurst, loc. cit.

17. Wilson, Education in Depressed Areas, p. 186.
18. Lipset, op. cit., p. 8.
19. Aaron Lipton, Principal of Bailey School, letter dated April 15, 1964.
20. Frank H. Stallings, "Studies of Educational Problems Involved in School Integration," National Education Association, Research Division, Nov. 1960, p. 12.
21. Kenneth B. Clark, "Educational Stimulation of Racially Disadvantaged Children," Education in Depressed Areas, p. 143.
22. Mark R. Shedd, Superintendent, Englewood Public Schools, Englewood, New Jersey, letter dated April 5, 1964.
23. Clark, op. cit., p. 150.
24. Robert E. Herriott, "Some Social Determinants of Educational Aspiration," Harvard Educational Review 33, Spring 1963, pp. 157-77.
25. Wilson, Education in Depressed Areas, p. 243.
26. Liddle, op. cit., p. 5.
27. Liddle, op. cit., p. 10.
28. Liddle, op. cit., p. 7.

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BERKELEY UNIFIED SCHOOL DISTRICT
Office of the Superintendent

May 19, 1964

To: Board of Education
From: C. H. Wennerberg
Subject: Proposed ~~Two~~-Step Implementation of the Ramsey Plan

In order to provide the maximum use of facilities during the building program and to ease the transition to a new organizational pattern for the junior high school years, the following two-step implementation of the Ramsey Plan is offered for your consideration:

Step One - September 1964

1. Continue Willard as a 3-year junior high school with its present boundaries.
2. Combine the Burbank and Garfield attendance areas with students assigned as follows:
 - A. Garfield - 7th and 8th Grades
 - B. Burbank - 9th Grade

During Step One, the enrollment at Garfield would be about 1650 and at Burbank about 825. The principal at Garfield agrees that we could handle this enrollment at that school. We had more than this number of students there a few years ago during the transition from split-year promotions. The smaller enrollment at Burbank would be helpful during the year of major building at that school and would facilitate developing the program in a non-crowded atmosphere.

Step Two - September 1965

1. Add the Willard 9th Grade to Burbank completing the transition to one 9th Grade school.
2. Extend the north-western boundary of the Willard attendance area north along McGee to University or Hearst and then east to the University campus.

After implementation of Step Two, the enrollment at Burbank would rise to include the entire 9th Grade (about 1125 - 1150). This could be accommodated at that school. The suggested change in the Garfield-Willard boundary could be expected to lower Garfield's enrollment below 1600. Willard's enrollment would be about 700-750. Willard's smaller enrollment would enable experimental and/or demonstration projects of the sort previously suggested by the principal of that school. The extra space could provide facilities for student activities, special District projects, and Parent Nursery.

Sincerely yours,

C. H. WENNERBERG
Superintendent of Schools

U.C. BERKELEY LIBRARIES



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